

Supplemental Instructions for the Regular Services Program Standard Application Format

Crisis Counseling Assistance and Training Program Regular Services Program Standard Application Materials – Pilot Version

These supplemental instructions describe the purpose of each section of *the Regular Services Program (RSP) Standard Application Format* and provide instruction on completing the application and required forms and worksheets. The instructions are most useful when reviewed simultaneously with the *RSP Standard Application Format*. The application format and supplemental instructions are cross-referenced with corresponding page numbers.

The *RSP Standard Application Format* consists of a signature sheet, PHS Form 5161-1, including Standard Form 424 and the assurances (SF 424B), and the following sections:

- **The Executive Summary** describes the overall proposal and provides key information for quick review.
- **Part I: Disaster Description, Geographic and Demographic Information** of the disaster, its scope and overall impact, and the characteristics of the impacted communities;
- **Part II: State and Local Resources and Capabilities** describes the State and local resources and capabilities, and an explanation of why these resources cannot meet the estimated disaster crisis counseling needs;
- **Part III: Response Activities from Date of Incident** describes response activities from the date of the disaster incident to the date of the application submission, including data on service contacts during an Immediate Services Program grant;
 - **Part IV: Needs Assessment** includes an estimate of the number of disaster victims requiring assistance for each service area and a detailed analysis of service needs based on all available data sources;
- **Part V: Plan of Services** includes a descriptive listing of service providers, a staffing plan, an organizational chart, a detailed plan for outreach and counseling services, a training plan, a description of facilities, and a plan for evaluation; and
- **Part VI: Budget** includes a format for a budget that is integrated with the needs assessment and program plan.

Because the Regular Services Program is a nine month program and applications are due 60 days after the disaster declaration, rather than 14 days after the declaration as is required for the Immediate Services Program, it is expected that applicants will submit a more detailed and comprehensive program plan than is required under the Immediate Services Program. For an overview of the Crisis Counseling Assistance and Training Program, applicants should review the following program guidance document:

- An Overview of the Crisis Counseling Assistance and Training Program (CCP-PG-01)

This document is available on the world wide web at the following address:
www.mentalhealth.org/cmhs/EmergencyServices.

CMHS Peer Review: Unlike the Immediate Services Program grant application, which is reviewed only by staff of the Federal Emergency Management Agency and the Center for Mental Health Services, the Regular Services grant application is also reviewed by a small group of selected disaster mental health experts from around the country. Throughout these supplemental instructions, tips are provided on key information to consider providing for CMHS peer reviewers. For a more detailed description of the peer review process and standards for reviewers, it is suggested that applicants review the Orientation Manual for Reviewers: Regular Services Grant Applications. This document is available on the world wide web at the web site specified above.

Signature Sheet

Purpose: The Governor's Authorized Representative (GAR) is required to sign the Regular Services Program application. The GAR must also certify that crisis counseling needs exceed the capacity of available State and local resources to respond. The signature sheet is used as a transmittal letter and fulfills the requirement to have the GAR's signature and certification on the application. Most States find it easier to use this form than to draft a separate transmittal letter.

Where to Find the Coversheet in the Regular Services Application: The signature sheet is page one of the application.

Instruction: The GAR is the only State official authorized to represent the Governor and apply for Regular Services funding. A Regular Services application will not be accepted by the Federal Emergency Management Agency (FEMA) without the GAR's signature. The Director of the State Mental Health Authority (SMHA) does not have authority to apply for Regular Services Program funds without the GAR's signature. Page three of this document provides a signature sheet that may be used to obtain the GAR's signature.

Note: While the GAR's signature and certification are required for submission of a Regular Services Program application, the signature sheet provided in this package is an optional form. If the State prefers, a transmittal letter to the FEMA Disaster Recovery Manager (DRM) from the GAR may be used. Be sure that the transmittal letter states the amount of funding requested and the Governor agrees to and certifies the four points listed on the signature sheet.

PHS Form 5161-1 Request for Federal Assistance

Purpose: PHS Form 5161-1, which includes official assurances, certifications, and key application information is required for all Regular Services Program grant applications. PHS Form 5161-1 includes the SF 424 (the Federal form required by the Office of Management and Budget) on grant applications along with key assurances that other Federal requirements will be met. Unlike the Immediate Services Program grant, which is administered by the Federal Emergency Management Agency, the Regular Services Program grant is officially administered by the U.S. Department of Health and Human Services. Therefore, key information on the SF 424 (e.g. name of Federal agency) will be different in the Regular Services Application.

Where to Find PHS Form 5161-1 A copy of PHS Form 5161-1 form is included with this application package. Additional copies may be obtained from FEMA or CMHS. Electronic versions may be obtained through the CMHS website at www.mentalhealth.org/cmhs/EmergencyServices.

Instruction: The PHS Form 5161-1, including the SF 424, assurances (SF 424B) and certifications should be attached to the application immediately behind the signature sheet. The key document, the SF 424 is separated into numbered blocks requesting information that is critical in assuring an accurate funding award. Instructions are provided with the SF 424. The following information may be helpful in completing the information blocks of the SF 424 for an Regular Services Program.

- **Block 1 (Type of Submission):** Applicants should check the box labeled “non-construction.”
- **Block 2 (Date Submitted):** Enter actual date of submission. This must be no later than 60 days following the Presidential disaster declaration. The date of the declaration is day zero (0). The day after the declaration date is day one (1) for determining the application due date.
- **Block 3 (Date Received by State):** Leave blank or enter date application submitted to the GAR. This block is not used by the Federal government in the ISP application process.
- **Block 4 (Date Received by Federal Agency):** Leave blank.
- **Block 5 (Applicant’s Information):** This section should be completed with information for the Governor’s Authorized Representative (GAR). Additional contact information should be provided in the application for the project director at the State Mental Health Authority (or other legal applicant designated by the GAR).
- **Block 6 (Employer Identification Number):** The Employer Identification Number is an IRS number and should be obtained from the State’s fiscal management office.

- **Block 7 (Type of Applicant):** The type of applicant is “State.” Therefore, applicants should enter the letter “A” in the box provided.
- **Block 8 (Type of Application):** Applicants should check the box labeled “new.”
- **Block 9 (Name of Federal Agency):** The Federal agency is the “Center for Mental Health Services.”
- **Block 10 (The Code of Federal Domestic Assistance Number):** The Code of Federal Domestic Assistance (CFDA) number for the Immediate Services Application is 93.982.
- **Block 11 (Descriptive Title of Applicant’s Project)** This may be listed as “Regular Services Program - Crisis Counseling Project” or if the State has already titled the project (e.g. “Project Recovery”), the title may be used.
- **Block 12 (Areas Affected by the Project)** Applicants should list declared areas to be served, based on the President’s disaster declaration. The SF 424 submitted to CMHS must correspond with areas listed in the Presidential declaration (generally declarations specify counties as geographic units included in the declaration, but may specify parishes, municipalities or other large geographic area designations). Even if only part of a geographic unit (such as a county) listed in the Presidential declaration will be served, list the entire geographic unit.
- **Block 13 (Proposed Project Start and End Dates):** The program start and end dates should be left blank. The start date will be provided on the CMHS Notice of Grant Award (NOGA).
- **Block 14 (Congressional Districts):** List all Congressional Districts served by the project.
- **Block 15 (Estimated Funding):** The amount of Federal assistance requested should be provided in block “a.” In-kind contributions should be listed in “c” or “d.” There should be no program income. Estimates may be rounded to the nearest dollar.
- **Block 16 (Is the application subject to review by State Executive Order 12372 Process?):** Before completing this block, applicants should check with the State’s Single Point of Contact for Executive Order 12372.
- **Block 17 (Is the applicant delinquent on any Federal debt?):** The State must answer this question in consultation with its fiscal management offices.
- **Block 18, (Signature Block).** The signature block must be completed by the Governor’s Authorized Representative (GAR) No one else may sign for the Governor. A SF 424 signed by the State Mental Health Agency Director or another

employee of the State Mental Health Authority will be returned by FEMA and may delay processing of the application.

Other Required Documents in PHS 5161

In addition to the SF-424 cover sheet, applicants are required to submit copies of all budget and assurance documents included in the PHS 5161 packet. The materials that must be completed include the following items:

- SF-424A Budget Information – Non-Construction Programs (This document must be completed in addition to other budget documents in the application packet.)
- SF-424B Assurances – Non-Construction Programs (Applicants must sign documentation assuring that the applicant has the legal authority to apply for funds and will comply with Federal statutes and regulations.)
- Certifications (Applicants must certify that the applicant is not subject to debarment, meets drug-free workplace requirements, will not use funds for lobbying, will comply with all terms and conditions of award, and meets requirements regarding environmental tobacco smoke.)
- Assurance of Compliance Form HHS 441 (Assurance of Compliance with Title VI of the Civil Rights Act of 1964, Section 504 of the Rehabilitation Act of 1973, Title IX of the Education Amendments of 1972, and the Age Discrimination Act of 1975).

Instructions for program narrative may in the PHS 5161-1 should be substituted with the additional application materials included in this packet.

Executive Summary

Purpose: An Executive Summary provides key information on the scope and magnitude of the disaster, how the State responded initially, and how the State and community service providers propose to provide services during the Regular Services Program. The Executive Summary provides “at a glance” information for reviewers and program administrators and is particularly critical in large or complex applications.

Where to Find the Executive Summary in the Regular Services Application: The Executive Summary begins on page 2 of the application template.

Instruction: While the Executive Summary is provided at the beginning of the application, in practice it is recommended that this section be completed last, after all other key information has been determined in the application. The summary should be less than one page and should include the following types of information:

- The name of the project;
- The amount of the grant request and number of staff positions requested;
- The type of disaster and examples of the impact on community residents;
- The counties (or other political units) included in the disaster declaration;
- The number of service contacts and types of services provided during an Immediate Services Program;
- Key geographic areas to be served in the Regular Services Program grant;
- The number of people projected to need Crisis Counseling Services and any populations groups of particular concern or emphasis; and
- The types of services to be provided in the Regular Services Program.

Note: The Executive Summary is likely to be the first section of an application to be read by reviewers and may be used by program administrators in developing situation reports and brief summaries for higher level Federal and Congressional requests for information. Therefore, this section provides an important opportunity to make a strong “first impression” on reviewers regarding program needs and program plans.

Part I: Disaster Description, Geographic and Demographic Information

Purpose: The CCP regulations require that the application include a description of the geographic areas within the designated disaster area for which services will be provided. The regulations also require that the Center for Mental Health Services (CMHS) conduct a review to determine the extent to which the assistance requested by the Governor or his or her authorized representative is warranted.

Peer reviewers selected by CMHS may be unfamiliar with the disaster and its impact. In order for these reviewers to put the needs assessment and program plan into appropriate context, a description of the disaster and the general geographic, social, economic, cultural and ethnic characteristics of the areas affected is also required.

Where to find Part I in the Regular Services Program Application: Part I of the application can be found on page 2 of the application template.

Instruction: Part I of the application is divided into the following two sections: A. Description of the Disaster, and B. Map of the Disaster Area. Instructions for completing each section are provided separately below.

A. Description of the Disaster

This section should provide a brief and clear overview of the type of disaster that occurred, the time frame during which the disaster took place, the areas impacted and the general social, economic, geographic, cultural, and ethnic characteristics of the affected communities. Many factors related to the disaster may impact the delivery of crisis counseling services. For example, applicants may wish to include the following types of key details:

- Was the disaster the result of natural causes (e.g. hurricane, tornado, earthquake, wildfire, floods) or was the disaster the result of an accident (e.g. accidental fires) or a deliberate criminal act (e.g. bombing)?
- How much warning did disaster victims have?
- How long did the actual disaster last?
- Was disaster damage concentrated in small areas or widely disbursed?
- Were the affected communities primarily rural, suburban, or urban in nature?
- Did disaster response organizations encounter any particular challenges in reaching specific communities?

- What are the general social, economic, and demographic characteristics of the affected communities?

It is recommended that the description of the disaster provide some information on all areas included in the Presidential disaster declaration, even if the State will not be providing services under the Regular Services Program. A more detailed description of mental health impacts and special populations in each area will be provided in the needs assessment section, which provides the rationale for the need for services in each community.

Note: The disaster description should provide a “big picture” of the disaster. It is recommended that the description be written with the assumption that reviewers have never traveled through the disaster area. The descriptions should be specific regarding the characteristics of the area, whether the population is diverse or relatively homogenous, types of agriculture, major industries, and other sources of employment, whether income levels and unemployment are low or high, what languages are spoken, and what ethnic or cultural issues may affect disaster reactions and delivery of services.

B. Map of the Disaster Area

A map of the disaster area is a critical element of the Regular Services application. Maps outlining the disaster impacts may be available through the Federal Emergency Management Agency, the State Emergency Management Agency, or the American Red Cross. The nature of maps provided in the application may differ significantly depending upon the type of disaster. If a disaster took place in several areas across the State, the application should include a map of the State highlighting the counties or service areas included in the Presidential disaster declaration. More detailed maps may be provided for impacted areas. For example, maps may outline the path of a hurricane or a large tornado, the areas affected by flooding, or areas burned in a fire. High quality maps are not only useful for reviewers, but are important tools in program planning.

Note: While it is recommended that maps be integrated with the text, maps that cannot be imported into the application format may be attached to the application with appropriate reference in the text.

Part II: State and Local Resources and Capabilities

Purpose: The CCP regulations require that Regular Services Grant applications include a description of State and local resources and capabilities and an explanation of why these resources cannot meet the need. Before FEMA and CMHS can award grant funding, they must verify that the needs are beyond State and local capacity to address. The major purpose of Part II is to describe the capacity of the State and community service system so that reviewers can verify in the following section (needs assessment) that the needs have exceeded the available resources at the State and local level.

Where to find Part II in the Regular Services application: Part II begins on page 3 of the application template.

Instruction: The application should describe the mental health system within the State, explain how the community-based mental health system is organized, and explain the State role in that system. For example, applicants should describe whether the State Mental Health Authority operates based on a county-based or regional system, or whether services are directly delivered by the State Mental Health Authority.

As noted in the Orientation Manual for Reviewers, it is possible for applicants to “assume too much” when describing their own mental health systems, omitting important information the reviewer needs to fully understand how the system functions. Because community mental health systems are organized differently across the country, it is important to provide a clear sense of the priorities and capacity of the State and community system. For example, some issues that may be addressed include the following:

- Who are the clients routinely served by the public mental health system?
- Does the State Mental Health Authority provide any direct services?
- What authority does the State Mental Health Authority have over service providers?
- What are the primary funding sources for existing mental health services and what restrictions are placed on those funding sources?
- What role does managed care play?

Applicants must explain why existing resources cannot meet the needs of disaster victims. Does the SMHA set aside funds for disaster programs? Are crisis counseling services beyond the SMHA’s and local providers normal scope of services?

Note: If the State does have existing resources that can be used for disaster mental health services, these resources should be described here and outlined as “in-kind” contributions in the program plan.

Part III: Response Activities from Date of Incident

Purpose: The CCP regulations require that a State that receives an Immediate Services Program grant must provide a mid-program report when a Regular Services Program grant is being prepared and submitted. This report is included as a part of the Regular Services application. This section not only fulfills the Immediate Services Program requirement for a mid-program report, it also serves to demonstrate to the CMHS peer reviewers that the State is already providing appropriate and effective crisis counseling services.

Note: If the State did not receive Immediate Services Program grant funding, the list of service providers and detailed data reports described below in Section B are not required in the format specified below. However, the applicant is strongly encouraged to describe (in any format) any services that were provided by local mental health service providers so that reviewers have an understanding of the response activities prior to the Regular Services application.

Where to Find Part III of the Regular Services Application: Part III of the application can be found on page 4 of the Regular Services application template.

Instructions: Part III is divided into the following four sections: A) List of Immediate Services Crisis Counseling Service Providers, B) Immediate Services Program Data, C) Description of Services and Brief Analysis of Data, and D) Immediate Services Program Training Provided. Instructions for completing each section are provided separately below.

A. List of Immediate Services Crisis Counseling Service Providers

The table format for the list of service providers in the Immediate Services Program is identical to the table format in the Immediate Services Program Standard Application format. If the information regarding service providers, service areas, and project managers did not change after the Immediate Services application, applicants may “cut and paste” the table from the Immediate Services application. If there have been changes in service providers, service areas, or program managers, the table must be updated. Applicants may add or delete rows from the table, depending on the number of service providers included in the project. The names, addresses, and contact information for each service provider should be provided in the left hand column. The service area for each service provider should be provided in the center column. The name of the project manager at each agency should be provided in the right hand along with contact information. The information in this table should be accurate as of the date the report is submitted with the Regular Services Program application.

B. Immediate Services Program Data

The table format for data reporting is based on the data elements included in the Crisis Counseling Program Data Management Tool Kit. The data collection instruments

included in the Data Management Tool Kit were developed in consultation with State Mental Health Authorities and are designed to provide basic information on service contacts, services provided, and issues observed by Crisis Counselors. The forms in this data toolkit include forms on individual service contacts, group contacts, and material distribution. The forms are recommended, but not required. They are used throughout the Immediate and Regular Service programs to compile statistics required in the application and the quarterly and final program reports. The State is free to alter these forms or replace them with their own forms in consultation with their project officer.

To assure accurate and high quality data, it is critical that all Crisis Counselors receive training on the use of data collection instruments and that data are provided in a timely fashion. There are five tables for data which should be completed separately for each service provider in the project. These tables, which can be found on pages ___ through ___ of the application template should be clearly labeled to indicate the name of the agency and the date the table was completed. The five data tables for Section B are as follows:

- Individual Service Contacts - Demographic Information,
- Individual Service Contacts - Observed or Reported Reactions,
- Individual Referrals,
- Group Contacts, and
- Material Distribution.

Instructions for each table are provided separately below.

Individual Crisis Counseling Contacts – Demographic Information

Data should reflect each service contact as detailed in the instructions in the Data Management Tool Kit. The table on demographic information provides information on age, gender, ethnicity, and primary language of individuals receiving services from each service provider. Numbers of service contacts reported should be provided in the shaded area to the right of each data element. The age ranges for preschool, childhood, and adolescence are specified in the data collection instruments and reporting format. The age range for adults and older adults should be specified based on State policies and procedures. If no State policies and procedures exist to identify older adults (or senior citizens), the age of 65 may be used. Data on age, ethnicity, language, and gender are based on the observations and reporting of outreach and counseling staff after individual service contacts.

Individual Crisis Counseling Contacts – Observed or Reported Reactions

The table on observed or reported reactions documents the behavioral, emotional, physical, and cognitive reactions to the disaster as observed by crisis counseling staff for each individual service contact as instructed in the Data Management Tool Kit.

Numbers of service contacts reported should be provided in the shaded area to the right of each data element.

Note: The categories for disaster reactions included in the Data Collection Tool Kit are based on the typical disaster reactions outlined in the Training Manual for Mental Health and Human Service Workers in Major Disasters, 2nd Edition. Therefore, the reports in each category should reflect the results of appropriate training. These data are intended to provide a general sense of the types of issues being encountered by crisis counselors.

Individual Referrals

The table on individual referrals documents referrals by the Crisis Counseling staff either to other crisis counseling staff members in the project or to other service providers in the community. Numbers of referrals should be provided in the shaded area to the right of each type of referral.

Group Contacts

The table on group contacts includes information on any Group Crisis Counseling Services and Group Educational Services that have been provided during the Immediate Services Program. The listing of Group Crisis Counseling Services should include any group activities in which participants are encouraged to discuss their individual reactions to the disaster. The listing of educational groups should include any presentations in which participants are not expected to discuss their individual reactions. The name and primary focus of each group should be listed in the left hand column of the table and the number of participants should be listed in the shaded column on the right. Dates of groups or presentations may be provided in the left hand column if available. For example, if an educational presentation on disaster mental health reactions in children is provided to a group of 15 elementary school teachers, the left hand column should include a brief description (e.g. "Smithville Elementary School Teachers Group – Presentation on Disaster Reactions in Children, May 10, 2001") and the number of participants (15) should be listed in the right hand column.

Material Distribution

Mailings or handouts of information should be documented based on counts or estimates from staff in each agency as instructed in the Data Management Tool Kit. This provides a general sense of how much educational material has been distributed in the community. The number of materials distributed should be listed for each agency in the right hand shaded column of the table.

C. Description of Services and Brief Analysis of Data

On page _ of the Regular Services application template, State applicants are asked to provide a brief description of the services provided during the Immediate Services

Program including a discussion of any trends or key issues based on analysis of the Immediate Services Program data. This section provides an opportunity for the applicant to describe any key issues encountered during the first two months of services, and to explain any unusual results in the data collection process. For example, if a service provider encountered start-up challenges and had a very low number of service contacts, or if specific behavioral or emotional reactions appear to be much higher than others, some explanation can be provided. Service data collected during this phase of the program may be useful for ongoing needs assessment, program planning, and process evaluation. Analytical description of data can help ensure that reviewers fully understand the significance of the service data.

D. Immediate Services Program Training Provided

As detailed on page 8 of the application template, the mid-program report should list all training provided to Crisis Counseling Staff during the Immediate Services Program, who provided the training, and when it was provided. If materials used for training included the Training Manual for Mental Health and Human Service Workers in Major Disasters, 2nd Edition, this should be noted. If this training manual was not used, or if other materials were used, copies of agendas and training materials should be attached to the application for illustrative purposes.

Part IV: Needs Assessment

Purpose: The CCP regulations specify that the application must include an estimate of the number of disaster victims requiring assistance. This documentation of need should include the extent of physical, psychological, and social problems observed, the types of mental health problems encountered by victims, and a description of how the estimate was made.

The needs assessment is the foundation of the program plan and includes data and narrative description of the crisis counseling needs and characteristics of the population. The needs assessment should provide information on each designated service area for the program.

Where to Find Part IV in the Regular Services Application: Part IV can be found on page ___ of the application template.

Instruction: Part IV of the application template includes the following three sections:

- A. Geographic Areas and Estimated Need,
- B. Needs Assessment Formula, and
- C. Description of Crisis Counseling Needs and Data Analysis.

It should be noted that the tables and formulas in sections A and B are virtually identical in format to those provided in the Immediate Services Program Standard Application format. Therefore, applicants who are already familiar with these tables and the Needs Assessment Formula may wish to bypass the instructions provided in these instructions (on pages ___ to ___). However, it is important to note that these tables should be updated based on any new FEMA damage assessment information that became available after the completion of the Immediate Services Program application. In addition, it is important to note that applicants are expected to collect and analyze additional data and anecdotal information for Section C (the description of crisis counseling needs) and this section, which begins on page ___ should reflect needs identified during an Immediate Services Program grant.

A. Geographic Areas to be Served and Estimated Need

All applicants are required under Federal regulation to identify the areas within the Presidentially declared disaster areas for which services will be provided. State Disaster Mental Health Coordinators should use data from all available sources to identify areas most in need of crisis counseling services. They must also ensure that available services within the existing mental health system are not sufficient to meet those needs.

The Presidential declaration is generally for counties, parishes, municipalities or other large geographic area designations. Counties are the most commonly designated geographic areas in Presidential disaster declarations. In the past, States were required

to submit applications based on the geographic designation used in the Presidential declaration of the disaster. In the current application format, the State may use any geographic or organizational identifier to designate the areas to be served, as long as all areas to be served fall within the area declared by the President to be eligible for individual assistance.

How the State elects to designate disaster areas to be served by the Crisis Counseling project is generally dependent on how mental health services are organized in the State and the location of local providers. The mental health service areas in the State may not be broken down by county, parish, or municipality. In developing a Crisis Counseling project, the State does not have to define the areas in the same manner as the Presidential declaration (i.e., by county). However, the service areas that are defined by the State must stay within the boundaries established by the Presidential declaration and the areas must be clearly defined in the application. It is recommended that a map of the service areas be attached to the application, particularly if the State is designating the disaster area differently than the Presidential declaration. The FEMA reviewers are required to verify that the project is only providing services in areas declared by the President. If a map is provided, they will be able to compare it to their map of Presidentially declared areas.

Once the State has determined how best to designate the disaster areas, the areas need to be listed on the left hand column of the table provided under the text box entitled “A. Geographic Areas and Estimated Need.” This table is provided on page 2 of the Standard Application Format. The right hand column of the table requires that the applicant enter an estimate of the number of disaster victims requiring assistance. These estimates are developed using the CMHS Needs Assessment formula, which is described on the following page.

B. Needs Assessment Formula

The CMHS Needs Assessment Formula Sheet was developed through extensive consultation with State Mental Health Authorities experienced with the Crisis Counseling Program. It provides a simple methodology for estimating potential crisis counseling needs based on the number of deaths, injuries, damaged or destroyed homes, and other disaster losses documented in the community. This formula serves as the foundation of needs assessment process and can help in identifying geographic service areas for the program and staffing needs.

How to complete the CMHS Damage Assessment Formula:

FEMA and the State Emergency Management Agency (SEMA) generally conduct ongoing damage assessment activities and data collection following the disaster. The information is updated as new information is collected. The State Disaster Mental Health Coordinator should contact FEMA and/or SEMA and ask for copies of damage assessment information. Make sure to use the most current data available the day the formula is completed. If possible, the State should obtain data that correspond to the

service areas. In some cases, it may be necessary to combine damage assessment data from one or more counties to obtain complete data for the service region identified by the State for the Regular Services Program.

The CMHS Needs Assessment Formula is provided in a chart format on page _ of the Standard Application format and can be modified electronically. The left hand column of the chart entitled “Loss Categories” identifies major types of loss that may result in crisis counseling needs. These needs are listed in the chart as follows:

Loss Categories
Type of Loss
Dead
Hospitalized
Non-Hospitalized injured
Homes destroyed
Homes “major damage”
Homes “minor damage”
Disaster unemployed (Others—Specify)

These loss categories generally correspond to categories of data collected by FEMA and the State Emergency Management Agency (SEMA) during the Preliminary Damage Assessment. Data on the last category (Disaster Unemployed) may be available from FEMA.

The second column of the chart, entitled “Number of Persons” should be completed using data from the Damage Assessment. If FEMA Damage Assessment data have not been collected in this disaster, the State should identify alternate sources of data that may be used. These may include data from the American Red Cross or data from the State Emergency Management Agency. If the grant applicant is using data that is not provided by FEMA, this should be identified clearly in the application.

The second column of the chart below has been completed with sample data:

Loss Categories	Number of Persons
Type of Loss	Number
Dead	25
Hospitalized	250
Non-Hospitalized injured	15
Homes destroyed	1000
Homes "major damage"	3000
Homes "minor damage"	5000
Disaster unemployed (Others—Specify)	200

Once Damage Assessment Data have been entered into the chart, final numbers are determined by a formula, multiplying the numbers from the damage assessment by the average number of persons per household in the impacted area and then multiplying this number by the percentage estimated to need and access crisis counseling services. The Average Number of persons per household (ANH) is a number available from the Census Bureau. If the State is unable to determine the ANH for the identified service area, then use the national average figure of 2.5. Using this average figure, the sample data in the example have been multiplied in the following chart. This number has been multiplied by the "At-Risk Multiplier" which is provided in the chart on the following page.

Example:

Loss Categories	Number of Persons	ANH	Range Estimated	Total
Type of Loss	Number	Multiply by ANH [2.5]	At-Risk Multiplier	Number of persons targeted per loss category
Dead	25	62	100%	62
Hospitalized	250	625	35%	219
Non-hospitalized Injured	10	25	15%	4
Homes destroyed	1000	2500	100%	2500
Homes "Major Damage"	3000	7500	35%	2625
Homes "Minor Damage"	5000	12500	15%	1875
Disaster Unemployed (Others--Specify)	200	500	15%	75
Total estimated persons in need of crisis Counseling services (add total column)				7360

In this example, according to the damage assessment formula, the total number of people estimated to need crisis counseling services within the identified service area would be 7360. This number in the far right hand column is a simple estimate that can be used in developing an initial program plan. If you have questions about completing this formula, contact your CMHS project officer.

Description of Crisis Counseling Needs

Section C of the Needs Assessment (Part IV) begins on page 11 of the application template. This section provides an opportunity for the State and community service providers to document any crisis counseling needs or special circumstances not identified through the Needs Assessment Formula in Section B. While the CMHS formula often provides a reasonably accurate estimate of the need and sufficient information for planning during the 14 days prior to an Immediate Services grant application, it is expected that State applicants will have developed a wider array of information sources for needs assessment prior to submission of a Regular Services grant application. In addition to service data from the Immediate Services Program, applicants are expected to obtain key informant data from other community service providers and groups, such as educators, human service providers, business groups, health service providers, and other disaster response organizations.

In completing this section of the needs assessment, applicants are expected to collect and analyze data from a wide variety of sources, including FEMA, the State Emergency Management Agency, and the American Red Cross. Applicants are also encouraged to analyze information from media sources and to conduct interviews with key informants throughout the affected communities. A Needs Assessment Matrix, outlining potential sources of information, is provided on the following page. This matrix may be completed and attached or inserted in the application. However, it is recommended that the information also be described in a narrative format in this section, with special emphasis on needs observed in key population groups.

In addition to documenting general issues facing the populations, applicants for Regular Services grants are reviewed based on a comprehensive assessment of need, including a detailed assessment of the needs of special populations groups that may be especially vulnerable to disaster effects, or who may have unique service needs (such as children, older adults, ethnic and cultural groups). Information on special population needs may be obtained from key informant interviews with community leaders, administrators, and service providers who have been active in the disaster response. Applicants may also wish to include anecdotal information to illustrate needs and the impact of the disaster.

Examples of Special Population Needs

Some examples of special population needs that should be described in Section C would include the following:

- A description of generally-available information about unique cultural issues in the impacted community that may present special needs (e.g. language issues that may present a need for bilingual outreach workers and bilingual educational materials);
- Issues identified through key informant interviews with service providers or representatives of key population groups; and

- A description of the specific issues encountered by each special population group during an Immediate Services Grant Program.

The needs assessment may also include groups employed in particular sectors of local economies and people who are shouldering additional responsibilities because of their age or role in the family or community. The applicant should discuss any special challenges likely to be encountered in trying to reach specific target groups that may be difficult to reach, such as rural populations.

Note: Applicants have considerable flexibility in the format for presenting crisis counseling needs. As noted with regard to the description of the disaster, applicants should assume that reviewers are not familiar with all populations in the disaster areas. The needs assessment should reflect familiarity with service needs based on a careful and thoughtful presentation of information from various sources.

Needs Assessment Matrix (Optional Format)

INDICATORS		INFORMATION SOURCES			
Total number		American Red Cross	Disaster Field Office/ State Emergency Management Agency	Media	Key Informants (list sources)
Homes Destroyed					
Homes - "major damage"					
Homes - "minor damage"					
Deaths					
Injuries					
Hospitalized					
Displaced					
Unemployed					
# Shelters					
# Persons Sheltered					
Supplemental Housing Availability % Vacancy					
Number of applications for assistance					
Closed Businesses					
Closed Schools					
Number of impacted students					
% of Impact Rural					
% of Impact Urban (and small town)					
Population of Declared Areas					
Impacted population of declared areas					
Estimated Number of People needing disaster MH services					

Part V: Plan of Services for Regular Services Grant

Purpose: The CCP regulations specify that the plan of services in the Regular Services Program application must at a minimum include the following items:

- A description of the manner in which program services will address the needs of the affected population, including the types of services to be offered, an estimate of the length of time for which mental health services will be required, and the manner in which long-term cases will be handled;
- A description of the organizational structure of the program, including the designation by the Governor of the individual to serve as administrator of the program. If more than one agency will be delivering services, a plan to coordinate services must be described;
- A description of the training program for project staff, indicating the number of workers needing such training; and
- A description of facilities to be utilized, including plans for securing office space if necessary for the project.

Where to find Part V in the application: Part V is located on pages __-__ of the application template.

Instruction for Plan of Services: The plan of services is the longest section of the application and includes information that is critical for program review. Part V of the Regular Services application template is divided into the following sections:

- A. Service Providers (page __)
- B. Staffing Plan (page __)
- C. Organizational Structure (page __)
- D. Plan of Services (page __)
- E. Training (page __)
- F. Facilities (page __)
- G. Evaluation (Optional) (page __)

A. Service Providers

This section describes service providers and is located on page __ of the application. The State must provide the Federal government with information on the agencies or organizations that will be provide crisis counseling services in the Regular Services Program. The State will also identify which designated area(s) each service provider has been assigned.

In the Regular Services Application Format, service provider information may be entered in any format. To provide reviewers with a clear sense of the service provider

agencies, their primary mission, and service areas, it is recommended that applicants include a brief description of each service provider and its role in the project. This is particularly important if a service provider is not a community mental health agency or is being utilized for outreach to a specific population. Most commonly, service providers in the Crisis Counseling Assistance and Training Program are community mental health agencies with which the State Mental Health Authority has a pre-existing organizational relationship. However, State mental health agencies may also contract with other social or human service organizations that have pre-existing service relationships with specific populations.

The names, addresses, and contact information for each service provider should be provided along with the service area and information on any special population focus or unique role the organization will play in the Regular Services Project. If the service provider is a community mental health service provider with which the State has a pre-existing organizational relationship, this should be indicated. If the service provider is an organization with which the State Mental Health Authority has developed a new organizational relationship, the application should describe why this agency was selected. For each service provider, if a project manager has been identified, his or her name should be provided.

Note: A chart similar to the chart used in the Immediate Services application may be used to format basic information, but should be updated from the Immediate Services application, must accurately reflect the service providers, and should be supplemented by a brief description of each service provider and its role in the project.

B. Staffing Plan

The number of staff required for the Regular Services project should be provided for each service provider, along with basic descriptions of job responsibilities. The staffing plan must correspond with personnel expenses identified later in the application in the program budget. Applicants should report the actual number of staff positions to be filled, along with the percentage of time devoted to the project in full time equivalents (F.T.E.). For example, if one full-time and one half-time staff will be hired, the plan should report that 2 staff will be hired with one working full time (1 F.T.E.) and one working half time (.5 F.T.E.) Job titles and descriptions are provided in the Immediate Services Standard Application Format as guidance for the State and may be revised or replaced. This is done in order to expedite the application process during the 14 day time frame of the Immediate Services Program.

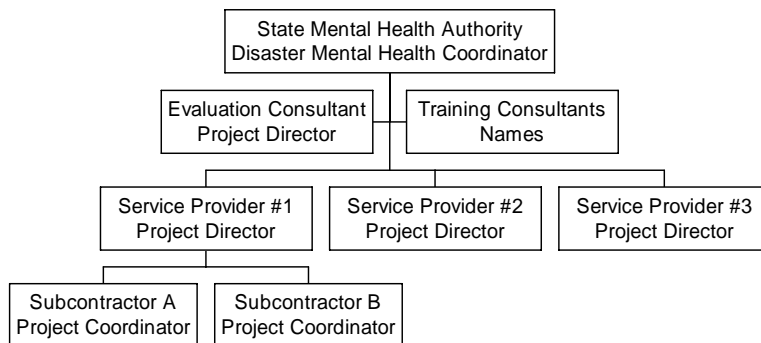
Because job descriptions are important for effective program management, FEMA and CMHS strongly recommend that for the Regular Services Program basic job descriptions should be customized to address the service system within each agency. Ideally, basic job descriptions for crisis counseling should be developed prior to a disaster declaration to ensure an efficient response. More detailed descriptions of roles and responsibilities in the Crisis Counseling Program are available in the CMHS Program Guidance entitled Staff Roles and Services within Crisis Counseling Programs,

available online at www.mentalhealth.org/cmhs/EmergencyServices. In addition, a CMHS Project Officer can consult with the State Disaster Mental Health Coordinator. Resumes should be provided for all leadership staff (e.g. program managers, team leaders, licensed mental health professionals) and for all consultants or trainers.

C. Organizational Structure

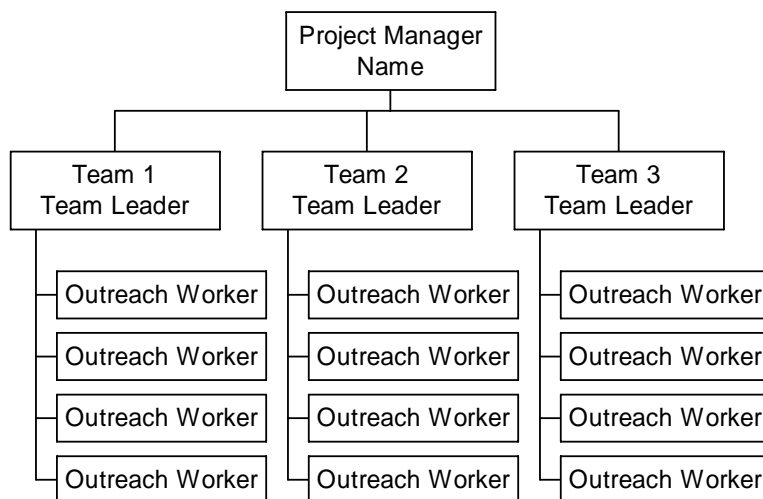
As noted on page 9 of the ISP Standard Application Format, an organizational chart for the project is required for the Immediate Services application. Two types of organizational charts may be useful. First, a chart detailing organizational lines of accountability may be developed. This chart outlines the contractual or grant relationships among all organizations in the project. An example is provided below.

Example 1. Organizational Lines of Accountability



Second, an organizational chart outlining staff responsibilities is recommended for each service provider or agency involved in the project. An example is provided below.

Example 2. Staff Lines of Responsibility



If an organizational chart can not be developed on computer software in time for the Immediate Services Application, applicants should provide a simple hand-drawn chart

and attach to the end of the application document. In addition, applicants with complex organizational structures should provide a very brief description of organizational and supervisory structure for the project.

D. Plan of Services

The plan of services describes the types of services to be provided and how participating agencies will assure that services are targeted appropriately and provided in a high quality manner. Applicants should organize text in a manner that most accurately describes the approach to services within the State. If the service approach and types of services to be provided will be consistent among all service providers, the State may provide an overall description followed by brief descriptions of any unique issues among individual service providers. If the service approaches are significantly different among the service providers, extensive descriptions of the services approaches among each agency may be provided. Some tips on items to consider in developing the Regular Services plan of services are provided below.

Types of Services to be Provided

The basic services of the Crisis Counseling Assistance and Training Program include individual outreach, crisis counseling, services to groups, public education, information and referral services. Crisis counseling programs generally rely on staffing patterns consisting of para-professionals and indigenous community workers who are supervised by mental health professionals. A key concern for reviewers will be to assess whether or not the services to be provided are consistent with the stated goals and requirements of the Crisis Counseling Program. Reviewers look for evidence that proposed services are consistent with the principles of disaster related crisis counseling and that the services are delivered in an outreach mode. In developing plans, it is recommended that applicants review CMHS program guidance documents describing the types of services funded through the program. Specifically, applicants should review the following documents:

- Crisis Counseling and Mental Health Treatment – Similarities and Differences (CCP-PG-02) This program guidance outlines the similarities and differences between crisis counseling and mental health treatment in the context of the FEMA/CMHS Crisis Counseling Assistance and Training Program (CCP). It describes the scope and limitations of crisis counseling services and identifies key questions agencies and counselors should consider when deciding whether to refer an individual to mental health treatment services.
- Staff Roles and Services Within Crisis Counseling Programs (CCP-PG-03) This program guidance is designed to provide States with direction on the roles and services of the Crisis Counseling Program staff.
- Case Management and Advocacy Within Crisis Counseling Programs (CCP-PG-04) This program guidance discusses advocacy and case management and clarifies the

types of activities that are appropriate and inappropriate for implementation in the Crisis Counseling Assistance and Training Program (CCP). This guidance may be particularly helpful for Crisis Counselors who have prior experience as case managers within the public health system because some commonly-practiced advocacy and case management activities are not within the scope of the CCP.

All of these guidance documents may be obtained from your CMHS Project Officer. They are also available on the CMHS website.

Strategies for Targeting Special Population Groups

Applicants must address how service delivery will be adapted to reach special populations cited in the needs assessment. The assurance that the applicant will be culturally aware or sensitive is insufficient. Cultural competency is evidenced by recognition of the specific barriers that exist for each population and the strategies that will be used to overcome these barriers. Evidence of cultural competence may also be demonstrated by using agencies, organizations, and resources that have credibility or existing service relationships with special populations. Crisis counseling staff recruited from communities in which people with special needs live is an indication of efforts to provide a culturally competent program. Several CMHS publications have been developed that may provide useful ideas for program planning with special populations. These publications include the following:

- Psychosocial Issues for Children and Adolescents in Disasters;
- Psychosocial Issues for Older Adults in Disasters;
- Responding to the Needs of People with Serious and Persistent Mental Illness in Times of Major Disaster; and
- Disaster Mental Health: Crisis Counseling Programs for the Rural Community.

Electronic versions of these publications are available on the CMHS website (www.mentalhealth.org/cmhs/EmergencyServices). Copies may also be ordered by dialing 1-800-789-2647.

Quality Control Methods

Applicants should describe quality control methods that will be implemented at the State level (e.g. regular site visits, reports, conference calls, use of program data) as well as approaches that will be used to assure high quality services within each agency (e.g. regular staff meetings, staff reports, review of CMHS guidance documents).

Coordination with Other Community Resources

Applicants should describe how services will be coordinated with existing service programs in the community as well as other disaster response efforts, such as unmet needs committees. Because the Crisis Counseling Assistance and Training Program is designed to provide short term supplemental funding to communities, the applicant must

demonstrate that services supplement, but do not supplant existing community services and staff. Service coordination will be important in making referrals for services not covered under the Crisis Counseling Program and for ensuring a smooth transition at the completion of the program. Applicants should document how the program will strengthen local capacity and resources to lessen dependence on Federal financial assistance and link with existing local, State and Federal resources.

Staff Support Mechanisms

The application should describe approaches to ensuring staff morale and staff support (e.g. individual supervision, staff support meetings, available assistance programs or stress management for staff). Support mechanisms to help staff address their own emotional concerns are important in all crisis counseling projects and are particularly critical in grants that are responding to violent incidents or highly traumatic circumstances.

E. Training

The training of staff hired to provide crisis counseling services is key to ensuring high quality and appropriate services. Community members hired for outreach services may not have significant mental health experience. Those that do have mental health training generally do not have experience working in the unique context of disasters. In addition, staff hired under the FEMA/CMHS program are expected to understand the administrative and data collection requirements of the program, the distinctions between Crisis Counseling and other types of disaster mental health services, and expectations regarding coordination and cooperation with other disaster response personnel.

Funding may be used to support training within established FEMA training policies. Priority is placed on the use of trainers from within the State who have experience with the FEMA/CMHS Crisis Counseling Assistance and Training Program. Program guidances and the training manual, entitled Training Manual for Mental Health and Human Services Workers in Major Disasters, 2nd Edition, can be obtained from the CMHS clearinghouse and is available online at the following website:
www.mentalhealth.org/cmhs/EmergencyServices.

In developing the training plan, applicants should consider key issues that occur at each stage of program implementation. In the Regular Services Program, it is recommended that training be provided at the following stages of program implementation:

- Regular Services Start-Up—this training will take place at the initiation of a Regular Services Program and should orient counselors to expectations for program work at a later phase of disaster recovery;
- Mid-Program Training—This optional Regular Services training should focus on assessment of program strategies and phase down plans; and

- Anniversary/Close-Out Phase—This training should take place near the end of the Regular Services Program and will help staff prepare themselves and the community for the phase-out of the program.

The application should identify the training schedule and locations, the content of training (attached agendas or brief descriptions of the goals of each training), the trainers who have been selected (attach resumes and briefly state if the trainers were recommended by CMHS or are in-State resources with experience in the FEMA/CMHS Crisis Counseling Assistance and Training Program). The application should also describe who will be trained and explain whether training will be offered to other human service workers not employed through the Crisis Counseling Program grant.

F. Facilities

Applicants must provide a description of facilities to be used for office space and as a base for outreach services. Office space is often provided to Crisis Counseling Program grantees as an in-kind contribution by the community mental health center or by other community organizations close to the disaster survivors. Because services are outreach-based, requests for office space should be minimal and have a strong program justification. Office space funding requests must be detailed in the budget and will not be approved without a strong programmatic justification.

G. Evaluation (Optional)

All Regular Service Program grantees are strongly encouraged to conduct process evaluations designed to improve service delivery and to ensure that the most vulnerable populations are receiving needed services. Both FEMA and CMHS are urging grantees to devote additional attention to ensuring that projects are carefully developed and monitored and that program decisions are evidence-based. Evaluation should be conceived of as an integral and ongoing aspect of a crisis counseling project—not a stand-alone activity. Since every community is unique and every disaster unique, it is anticipated that the evaluation process will be different for every grantee. Just as the crisis counseling program must be tailored to its special set of circumstances, so must its evaluation. Evaluation, as recommended for the Crisis Counseling Program, refers to the systematic collection of information designed to answer important questions about activities, characteristics, and results of a program. It does not refer to research projects, which are not funded under the Crisis Counseling Program, or independent studies unrelated to the basic activities of the grant. When implemented appropriately, evaluation does not interfere with the delivery of services and can improve the quality of services by providing ongoing feedback to staff and managers. For more information on evaluation approaches recommended in the Crisis Counseling Program, see the program guidance document entitled Evaluation of Crisis Counseling Projects (CCP-PG-07). This document can be obtained from your project officer and is available on the CMHS website.

Part V: Budget

Purpose: The fifth and final element of the Regular Services application required by the CCP regulation is the budget. CCP regulations require “a detailed budget, including identification of the resources that the State and local government will commit to the project, proposed funding levels for the different agencies if more than one is involved, and an estimate of the required Federal contribution.”

Where to find Part V in the Regular Services Application: Part V is on page ___ of the application template.

Instruction: The regulatory requirement for the budget is met by completing three types of budget worksheets:

1. Individual budgets for each service provider and the State Mental Health Authority that separates reimbursement from projected costs;
2. An overall summary of costs; and
3. A justification of costs.

CMHS has developed a sample spreadsheet that is available for use in completing the budget. This pre-formatted spreadsheet, referred to as the Budget Estimating and Reporting Tool (BERT) includes tips on FEMA budget policies. It can be downloaded on-line from the CMHS website. For more information contact your CMHS project officer.

Before completing any of the three budget forms, it is strongly recommended that applicants review the CMHS Program Guidance entitled Fiscal Guidelines for the Crisis Counseling Assistance and Training Program (CCP-PG-06). This guidance is included in the application package and is available on the CMHS website.

Regular Services Overall Summary of Costs

Worksheet 2 (page ___ of the application format) is a summary of all of the Worksheet's submitted by the SMHA and the local providers. The interim and project costs are combined in one document. In the actual application submission, it is recommended that this overall summary of costs be provided before the individual agency budgets.

Instructions for Budget Narrative

The budget narrative (pages ___ - ___ of the application format) provides the required narrative that details and justifies the types of expenditures. The budget narrative is used by CMHS and FEMA to assure all costs are allowable and appropriate. In developing a budget narrative, States should provide basic information to convey the rationale for budget figures. As a supplemental program, FEMA does not fund a line item category for indirect costs. All projected costs for the project must be carefully

documented and explained. Indirect costs are commonly an in-kind contribution to the program.

Question 1. How were salary levels and fringe benefits determined? Were they based on comparable positions in the local area? (If not, explain why.)

The budget justification should also provide a breakdown of all staff positions, including the rates of pay on an hourly, weekly, or monthly basis. The State is required to confirm that the salaries and fringes are based on comparable positions in the local area. If the costs are based on comparable positions, the State should answer yes and in one or two sentences describe the comparable positions. If the answer is no, the State needs to describe why salaries/fringe benefits differ from comparable positions. For example, some States do not provide fringe benefits to temporary hires. Thus, Immediate Services staff may be hired at a slightly higher rate to compensate for not receiving fringe benefits.

Question 2: Complete the table on consultants.

The compensation must be in compliance with FEMA policy as described in the *Immediate Services Allowable and Appropriate Costs* matrix. Trainers traveling from out-of-state should be included in the consultant category.

Question 3. List types of items included in supplies (i.e., cell phones, computers, beepers, etc.).

Office supplies do not have to be listed as specific item types (i.e., pens, pencils, paper). Any supply item that is not normally stocked in a typical business office should be listed. Each piece of equipment to be purchased must be listed. Also list equipment that will be offered by the agency for use in-kind (*computers, mobile phones, pagers, fax, copier*) and whether some equipment may be available from State warehouses or donated by a local corporation.

Question 4: List the types of travel expenses (i.e., mileage, rental cars) and confirm that the costs are based on established State rates.

The general calculations behind travel figures should be provided. For example, if local travel is based on reimbursement for mileage, the rate of reimbursement and estimated number of miles should be listed. If rental cars will be used, justify the need in 1-2 sentences.

Question 5. Complete the table on Trainers.

The compensation must be in compliance with FEMA policy as described in the *Regular Services Allowable and Appropriate Costs* matrix in the CCP Fiscal Guidance. Trainers traveling from out-of-state should be included in the consultant category.

Question 6. List and describe the types of expenditures included in the media/public information category.

Expenses for pamphlets, flyers, and handouts should be documented. Media expenses for recruitment should be listed. For print ads and broadcast time regarding the availability of Crisis Counseling Services, FEMA advises that programs seek donations as a public service for space and airtime announcements. If this is not possible, provide a detailed explanation for additional media needs related to the program plan.

Question 7. Provide a detailed justification for any evaluation expenses included in the budget.

Expenses for any data collection, analysis, or evaluation consultation must be thoroughly detailed. It is recommended that State Disaster Mental Health Coordinators consult closely with the CMHS Project Officer in developing any evaluation activities. Because the Crisis Counseling Program is a service program and does not fund studies or research projects, any expenses in this category must be directly related to crisis counseling services and process evaluation within the grant project.